

# Memorandum



September 15, 2005

**Date:**

**IMFR**

**Agenda Item No. 3E1**

**To:** Honorable Chairman Joe A. Martinez  
and Members, Board of County Commissioners

**From:** George M. Burgess  
County Manager

A handwritten signature in black ink, appearing to read "G. Burgess", written over the printed name of George M. Burgess.

**Subject:** Revenue Maximization and Grant Coordination Efforts and Structure

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During the June 1, 2005 Intergovernmental, Recreation and Cultural Affairs Committee workshop, the committee requested a report of positions performing grant writing and grant administration and management duties for all County departments and examples of the organizational structure employed by other jurisdictions and entities with regard to grant seeking, management, and administration. The Committee specifically requested that the report identify models currently employed by Miami-Dade County Public Schools, Miami-Dade College, and New York City. This report was prepared by the Office of Strategic Business Management (OSBM) for the June 15, 2005 committee meeting. Staff will be present to discuss these findings at the committee meeting.

## Grant-related Positions

Information from 37 County departments reporting an involvement in grant-related activities is highlighted in the attached spreadsheet including: budgeted positions, filled positions, and estimated full-time equivalents (FTEs) responsible for grant writing; budgeted positions, filled positions, and estimated FTEs performing grant administration and management duties; the use of grant consultants; and comments. Departments reported a total of 131 budgeted positions and 123 filled positions that spend some percentage of their time involved in grant writing. The cumulative total percent of effort for the 123 filled positions when calculated as FTEs results in approximately 19.60 FTEs. Grant-related management and administrative support involved a total of 191 budgeted positions and 178 filled positions, and when converted based on percent of time amounted to approximately 93.37 FTEs. The use of consultants was limited. Only five of 37 departments reported using consultants in support of grant initiatives.

An analysis of the data identifies a few common themes across County departments. Generally, grant writing tasks are performed by staff, at various levels, as an adjunct to other job duties and responsibilities. The data presented in the attached spreadsheet supports this fact. Further evidence of this point is the fact that the current County Pay Plan does not include as a classification the position of "Grant Writer." County departments have yet to identify an existing full time employee that dedicates 100 percent of their time to grant writing. Only a few departments report having an internal grant coordinator or staff that performs this function, such as Fire Rescue, Police, Office of Strategic Business Management, Park and Recreation, and Seaport.

When a grant opportunity is identified, a majority of departments assemble a grant writing team, utilizing existing staff and in-house subject experts. Additional grant writing support may also be provided by the Revenue Maximization and Grants Coordination Division in OSBM. Once a grant is awarded, grant funded staff is hired or, depending on the size of the award, existing staff absorbs new grant-related administrative or management duties.

Five additional local entities (Administrative Office of the Courts, Alliance for Human Services, Historical Museum of Southern Florida, Miami Art Museum and the Museum of Science) also provided information in response to our request and are included in this report. They report a total of 11 grant writing positions, which amounts to approximately 2.25 FTEs, and 13 grant administration and management positions, amounting to 3.70 FTEs. In contrast to County departments, three of the five entities indicated that consultants are sometimes utilized to support grant-related activities. Based on the sample size, it is difficult to draw conclusions. However, there may be some correlation between the use of consultants and existing staffing levels of these outside organizations.

### Structure

Survey results indicate that there are three basic models employed by large public entities nationally. A centralized approach is one in which all grant writers are located in one business unit and work as needed to support all other units within the organization. A decentralized structure is one in which there is no central unit or staff person responsible for coordination or oversight and individual business units compete for grants independently. The final model, and the one employed by the County, is a coordinated approach that exhibits characteristics of both the centralized and decentralized models, where grant writing duties are shared by a central division and departments as needed and appropriate.

Information presented in this section allows for comparison with the County's current grant-related organizational structure. Information was obtained during a series of brief telephone interviews with representatives of sites selected for review. Sites were included in response to the Committee's request; based on perceived effectiveness by grant professionals; or the presence of one or more characteristics comparable to the County such as general size, population, budget, and operations.

Selected local entities included Miami-Dade College, Miami-Dade County Public Schools, and the City of Miami.

Miami-Dade College, previously utilized a decentralized approach and now employs a centralized model located in the Office of Resource Development. The Director reports to the Executive Director for External Affairs. The office currently has six employees, including four grant writers, and hopes to expand with the addition of two more grant writers.

Miami-Dade County Public Schools uses a coordinated approach to grant writing. The Executive Director for Grants Administration reports to the Superintendent for Intergovernmental Affairs and Grants Administration. Grants Administration has 13 employees, including two grant writers, and utilizes consultants from time to time. Grant writing is largely decentralized and performed by individual departments or schools. Grants Administration pursues special grants that have not been targeted by staff, teachers, parents, and/or volunteers.

City of Miami grant initiatives were previously decentralized but now are centralized within a Grants Administration Department. The Director reports to the City Manager. The Department is comprised of eight employees, including four grant writers. While the Grants Administration Department relies on experts from City departments, they take on the brunt of work including grant administration after the award, with assistance from the Finance Department.

Florida Counties contacted included Broward, Hillsborough, Jacksonville, Palm Beach, and Pinellas.

Broward uses a decentralized approach to the grant process. Broward Sheriff's Office, Airport, Human Services, and other departments operate independently to obtain grant funding.

Hillsborough employs a decentralized organizational approach. Departments are encouraged to research, develop, and write grants.

Jacksonville utilizes a decentralized model to seek grant funding. Grant writing is performed by department staff adjunct to their regular duties.

Palm Beach applies a decentralized approach to obtaining grants. On a few occasions, for special projects they have obtained outside consultants for grant writing.

Pinellas uses a decentralized approach to grant writing. However, one position in the City Administrator's office provides a minimal level of tracking and technical assistance to departments.

Jurisdictions outside of Florida that participated in the survey were Fairfax County, Virginia; Jefferson County, Colorado; King County, Washington; Los Angeles County, California; Maricopa County, Arizona; Milwaukee County, Wisconsin; and New York City. All of the above jurisdictions reported the use of a decentralized approach to seeking and writing grants. New York City noted that it had previously utilized a centralized approach, but now favors a decentralized model.

In FY 2002-03, Miami-Dade began to refashion a previously decentralized process and continued to move toward a coordinated approach with the creation of the Revenue Maximization and Grants Coordination Division in OSBM. Positions include a division head, four professional staff, and additional clerical support provided by OSBM. The division serves as a clearinghouse for grant research and information; coordination and collaborative initiatives; technical assistance and support; and grant training and outreach efforts to departments, municipalities, other public entities, small businesses, local colleges, universities, and community- and faith-based organizations. Many departments have had a long history of success as it relates to grants, and they continue to operate independently but are expected to maintain communication and coordination with the division.

#### Performance Measures

A comparison of federal and state revenue for select counties in Florida based on data from the Florida Department of Financial Services, "County Revenue and Expenditure Summary Report of FY 2003" and 2003 Florida population statistics "Florida QuickFacts," from the United States Census Bureau is provided below:

<i>County</i>	<i>Federal Grants</i>	<i>Per Capita</i>	<i>State and Other Government Sources</i>	<i>Per Capita</i>
Miami-Dade	\$596,267,408	\$264.61	\$300,530,702	\$133.36
Broward	\$55,948,000	\$32.31	\$197,003,000	\$113.78
Hillsborough	\$73,922,827	\$68.86	\$144,196,084	\$134.33
Palm Beach	\$56,983,077	\$46.85	\$135,259,334	\$111.20
Pinellas	\$42,071,161	\$45.42	\$91,038,698	\$98.29

These statistics support the claim that Miami-Dade County is successful in securing federal and state grant funding. This is a claim made repeatedly by grant professionals from other Florida counties during our survey efforts. It appears that there is a commonly held belief that Miami-Dade leaves little on the table for other parts of the state.

Further support for the belief that the County is a leader in drawing down state and federal revenue was identified during the production of this report. A January 21, 2005 newsletter article from the International City/County Management Association references a new "Grants Performance Index" for U.S. counties with over one million in population created by eCivis, a private consulting firm. The Index released in late 2004 ranked 31 counties, with Miami-Dade County fourth in the nation in grant performance trailing only King County, WA; Contra Costa County, CA; and Hillsborough County, FL (see attached). Rankings for other counties included in this review are as follows: Palm Beach 6; Broward 13; Fairfax 18; Los Angeles 21; and Maricopa 26.

The eCivis web site indicates that the "Grants Performance Index" (GPI) is based on:

A score of the "relative size and breadth of awards" in the areas of environment, public safety, health, and community development funding.

"These individual scores combined with a per capita ranking to provide the final GPI score. Only competitive opportunities that are typically won by local governments are included in the measurement."

"GPI measures grant awards from FY1999 – FY2003."

#### Observations

Based on discussions with grant professionals across the state and country, it would appear that there is considerable interest in the coordinated model currently utilized by the County. The coordinated approach seeks to address limitations associated with a strictly centralized or decentralized structure such as a reliance on grant writers instead of subject experts or the production of multiple competing proposals. In terms of grant writing, our plan has been to continue to support departmental grant seeking efforts, but to also have a central pool of grant writers for use by smaller departments, first-time grant seekers, or departments juggling multiple applications simultaneously; for special grant initiatives; and to write applications in support of community initiatives and collaborations. Although there is always room for improvement, the data seems to support the fact that the County is indeed effective and successful in terms of grant performance. The findings coupled with countywide grant position counts also speak to the caliber and quality of County professionals and leaders at all levels of the organization: our elected officials, department staff, OSBM, and my management team in coming together, often quickly, to identify opportunities, develop programs and applications, and aggressively advocate at the federal and state level.

Attachment



Assistant County Manager

County Department/Agency	Grant Writing			Grant Administration & Management			Grant Consultants	Comments
	Budgeted Positions	Filled Positions	Estimated FTEs	Budgeted Positions	Filled Positions	Estimated FTEs		
Aviation	2	2	0.40	3	2	2.00	No	Grants administration and management staff perform grant writing tasks as needed
Business Development	1	0	0.00	1	0	0.00	No	1 Position will perform grant writing and administrative and management functions
Community Action Agency	30	30	7.00	21	21	17.25	No	Division team grant writing approach
Community and Economic Development	4	4	1.40	17	17	12.75	No	Extension agents may submit proposals either through County or University of Florida as a co-investigator with little administration or management authority
Consumer Services	10	9	0.68	5	5	0.14	No	Grant writing coordinated through Office of Strategic Business Management
Corrections and Rehabilitation	1	1	0.30	1	1	0.10	No	
County Manager	1	1	0.02	1	1	0.02	No	
Cultural Affairs	8	8	0.05	15	15	0.50	No	
Elections	2	2	0.05	2	2	0.05	No	No employee assigned full time to grant-related tasks
Environmental Resources Management	6	6	0.40	6	6	0.50	No	Highly technical, specialized grants requiring scientific or technical knowledge
Finance	0	0	0.00	10	9	7.00	No	Responsibilities include accounting, financial management, etc. in support of departmental grant initiatives
General Services Administration	1	1	0.02	0	0	0.00	No	Only recently began to pursue grant funding
Homeless Trust	2	2	1.00	7	6	6.00	Yes	Consultant provides Housing Development Services and approximately .1 FTE on grants
Human Services	15	15	0.55	5	5	5.00	No	Assistant Directors, Bureau Chiefs, and Unit Supervisors form grant writing teams to complete applications, and administrative positions complete fiscal reports for the grant in which the position is funded
Medical Examiner	1	1	0.10	1	1	0.10		Total of 20% of department accountant assigned to grant-related functions
Metro-Miami Action Plan Trust	0	0	0.00	1	1	0.10	No	Received a direct federal appropriation
Metropolitan Planning Organization	1	1	0.05	1	1	0.30	No	
Miami-Dade Empowerment Zone Trust	1	1	0.10	1	1	0.20	No	1 Position devotes approximately 30% of their time to grant-related functions
Miami-Dade Fire Rescue	1	1	0.50	5	2	2.00	No	Recruitment in process for 3 vacant positions
Miami-Dade Housing Agency	1	1	0.03	4	4	2.00	No	MDHA has only 2 typical grants requiring an application and other monies are renewal funding, subsidies, and formula driven capital allocations not requiring an application
Miami-Dade Housing Finance Authority	1	1	0.25	1	1	0.25	No	
Miami-Dade Juvenile Assessment Center	1	1	0.15	1	1	0.60	No	1 Position performs all grant-related duties
Miami-Dade Police Department	1	1	0.50	4	4	1.25	No	
Miami-Dade Public Library	2	2	0.30	1	1	0.08	No	A total of 3 positions are involved in grant-related duties
Miami-Dade Transit Agency	1	0	0.00	5	5	3.80	Yes	Limited consultant support
Office of Community Relations	2	2	0.10	3	3	0.10	No	
Office of Countywide Health Care Planning	6	3	0.30	6	3	0.30	Yes	Limited consultant support in FY 2004-05
Office of Emergency Management	9	9	0.30	11	11	6.40	No	
Office of Historic Preservation	0	0	0.00	2	2	0.75	Yes	Grant funding limited to Community Development Block Grant, and consulting support related to implementation of grant initiatives
Office of Safe Neighborhood Parks	0	0	0.00	4	4	4.00	No	Bond funds are granted to various organizations

	9	8	2.16	20	18	13.51	Yes	Includes performance reporting grant, Ryan White program, and Revenue Maximization and Grants Coordination Division, and consulting supports compliance with community planning requirements for the Ryan White program
Office of Strategic Business Management	3	3	1.80	4	4	2.20	No	
Park and Recreation	0	0	0.00	1	1	0.25	No	
Performing Arts Center Management Office	4	4	0.09	8	8	1.05	No	Performing Arts Center Trust provides grant writing support
Public Works	1	1	0.50	8	8	2.27	No	Grant administration and management positions include .75 FTE from ETSD paid for by Public Works
Seaport	0	0	0.00	2	2	0.35	No	Consulting support as need; none presently
Team Metro	3	2	0.50	3	2	0.20	No	Limited to Community Development Block Grant funding
Water and Sewer	131	123	19.60	191	178	93.37		
Total								

	Grant Writing		Grant Administration & Management		Grant Consultants		Comments
Organization	Budgeted Positions	Filled Positions	Estimated FTEs	Budgeted Positions	Filled Positions	Estimated FTEs	
Administrative Office of the Courts	4	4	1.25	4	4	1.25	No
Alliance for Human Services	1	1	0.25	1	1	1.00	No
Historical Museum of Southern Fla.	0	0	0.00	0	0	0.00	Yes
Miami Art Museum	6	6	0.75	6	6	0.75	Yes
Museum of Science	0	0	0.00	2	2	0.70	Yes
Total	11	11	2.25	13	13	3.70	



## Grants Performance Index Scores

Counties over 1 Million in Population

1. King County, WA	82.8
2. Contra Costa County, CA	81.0
3. Hillsborough County, CA	80.9
4. Miami-Dade County, FL	81.5
5. Alameda County, CA	80.5
6. Palm Beach County, FL	74.8
7. Allegheny County, PA	74.0
8. Cook County, IL	73.9
9. St. Louis County, MO	73.2
10. Wayne County, MI	71.5
11. San Bernardino County, CA	71.3
12. Cuyahoga County, OH	65.0
13. Broward County, FL	62.0
14. Sacramento County, CA	60.5
15. San Diego County, CA	59.0
16. Hennepin County, MN	58.6
17. Tarrant County, TX	58.3
18. Fairfax County, VA	57.6
19. Clark County, NV	55.9
20. Franklin County, OH	54.3
21. Los Angeles County, CA	52.1
22. Oakland County, MI	48.6
23. Dallas County, TX	43.8
24. Orange County, CA	42.9
25. Riverside County, CA	42.0
26. Maricopa County, AZ	41.1
27. Santa Clara County, CA	34.5
28. Bexar County, TX	32.6
29. Harris County, TX	26.1
30. Suffolk County, NY	21.4
31. Nassau County, NY	15.5

### About eCivis Improving Grants Performance

eCivis is the largest provider of grant information and services to local governments. eCivis' products and services, including the industry-standard grant research system, *Grants Locator*, are designed to meet every need in the grant process. Last year alone, eCivis helped clients win over \$100 million in additional grant awards. To learn more about eCivis or the Grants Performance Index, please visit [www.ecivis.com/gpi.html](http://www.ecivis.com/gpi.html) or contact Graham Forman at (626) 578-6623.